Events in Parks and Open Spaces

All Wards

Cabinet Portfolio: Report authorised by:
Cabinet Member for Culture, Sport and the 2012 Games: Executive Director of Adults’ and Community Services: Jo Cleary
Councillor Florence Nosegbe

Executive summary

This report has been prepared following engagement with the Lambeth Parks and Open Spaces Forum, Friends of Parks Group’s, Management Advisory Committees and event organisers. The report recommends:

- Protocols for managing applications for events in Parks and Open Spaces.
- A transparent charging framework for events, including the introduction of a specific Environmental Impact Fee.
- A policy on proposed commercial events in Parks and Open Spaces, which include campsite facilities.
- A framework for the holding of the annual fireworks display.
- The holding of an annual summit between the Lambeth Parks and Open Spaces Forum and the Council.

Summary of financial implications

The report does not reduce overall income generation targets agreed by Cabinet in February 2011. The introduction of a specific Environmental Impact Fee will increase the level of funds for reinvesting in the infrastructure of Parks and Open Spaces where increased events are likely to take place. The budget for the annual fireworks display is subject to resources being made available as part of the annual service and financial planning process. The charging framework provides officers with a threshold that they cannot go below when negotiating fees with event organisers, whilst at the same time setting no upper limit to the actual fee they are able to negotiate.

Recommendations

To agree:

1. The protocols for managing applications for events.
2. The charging framework for proposed events.
3. A policy of not allowing commercial events, which include campsite facilities in Parks and Open Spaces.
4. A framework for the holding of the annual fireworks display.
Consultation

<table>
<thead>
<tr>
<th>Name of consultee</th>
<th>Department or Organisation</th>
<th>Date sent</th>
<th>Date response received</th>
<th>Comments appear in report para:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Internal</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Jo Cleary</td>
<td>Adults and Community Services</td>
<td>26/08/11</td>
<td>31/08/11</td>
<td>Throughout the report</td>
</tr>
<tr>
<td>Derrick Prentice</td>
<td>Adults and Community Services</td>
<td>26/08/11</td>
<td>31/08/11</td>
<td>Throughout the report</td>
</tr>
<tr>
<td>Adrian Smith</td>
<td>Adults and Community Services</td>
<td>13/09/11</td>
<td>20/10/11</td>
<td>Throughout the report</td>
</tr>
<tr>
<td>Carolyn Dwyer</td>
<td>Housing, Environment and Regeneration</td>
<td>14/09/11</td>
<td>20/10/11</td>
<td>Para 3.10</td>
</tr>
<tr>
<td>Maria Millwood</td>
<td>Adults and Community Services</td>
<td>26/08/11</td>
<td>31/08/11</td>
<td>Para 6.1 and throughout the report</td>
</tr>
<tr>
<td>Frank Higgins</td>
<td>Corporate Resources</td>
<td>07/09/11</td>
<td>09/09/11</td>
<td>Para 9.1</td>
</tr>
<tr>
<td>Ann Corbett</td>
<td>Community Safety</td>
<td>26/09/11</td>
<td>31/09/11</td>
<td>Throughout the report</td>
</tr>
<tr>
<td>Mike Dickens</td>
<td>Governance and Democracy</td>
<td>07/09/11</td>
<td>13/09/11</td>
<td>Para 10</td>
</tr>
<tr>
<td>Lee Fiorentino</td>
<td>Adults and Community Services</td>
<td>26/08/11</td>
<td>31/08/11</td>
<td>Throughout the report</td>
</tr>
<tr>
<td>Councillor Nosegbe</td>
<td>Cabinet Member for Culture and the 2012 Olympic Games</td>
<td>20/10/11</td>
<td>27/10/11</td>
<td>Throughout the report</td>
</tr>
<tr>
<td>Councillor Lumsden</td>
<td>Leader Liberal Democratic Party</td>
<td>20/10/11</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Councillor C Whelan</td>
<td>Conservative Party spokesperson on Culture and Communities</td>
<td>20/10/11</td>
<td>25/10/11</td>
<td>Para 11.3 to 11.9 and throughout the report</td>
</tr>
<tr>
<td>External</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Friends of Groups and Management Advisory Committees</td>
<td>Lambeth Parks and Open Spaces Forum</td>
<td>01/06/11</td>
<td>24/10/11</td>
<td>Throughout the report and appendices</td>
</tr>
<tr>
<td>Paul McCue</td>
<td>Deputy Director of Leisure</td>
<td>24/10/11</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Wandsworth Council</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Report history

<table>
<thead>
<tr>
<th>Decision type:</th>
<th>Key decision: reason OR/AND: b) proposal affects significantly two or more wards</th>
</tr>
</thead>
<tbody>
<tr>
<td>Key decision:</td>
<td>Key decision: reason EITHER a) expenditure or savings of £500,000 or more</td>
</tr>
</tbody>
</table>

Authorised by Cabinet member: See above

Date report drafted: 16.08.11

Date report sent: 28.10.11

Report deadline: 31.10.11

Report no.: 181/11-12

Report author and contact for queries:

John Kerridge – Assistant Director Communities
020 7926 2744 jkerridge@lambeth.gov.uk
Background documents

Cabinet Report 7th February 2011: Optimising income generation potential in Cultural Services

Appendices

1. Protocols for the managing applications for events
2. Charging framework for events in Parks and Open Spaces
3. Camp Royale Event Assessment Report
4. Clapham Common Management Committee Review of Events
Events in Parks and Open Spaces

1. **Context**

1.1 On 7th February 2011 Cabinet approved a report entitled Optimising the Income Generation Potential within Cultural Services, which set out proposals to generate additional income which will grow to over £1 million per annum by 2014/15. This income would be secured by enabling additional events in Parks and Open Spaces.

2. **Proposals and reasons**

2.1 As a consequence of the report approved by Cabinet in February 2011 officers, the Lambeth Parks and Open Spaces Forum and network of Friends of Groups and Management Advisory Committees have worked together to develop protocols, which deliver events in Parks and Open Spaces. This report recommends:

- Protocols for managing applications for events in Parks and Open Spaces.
- A transparent charging framework for events, including the introduction of a specific Environmental Impact Fee.
- A policy on proposed commercial events in Parks and Open Spaces, which include campsite facilities.
- A framework for the holding of the annual fireworks display.
- The holding of an annual summit between the Lambeth Parks and Open Spaces Forum and the Council.

2.2 The report also starts to establish a dedicated resource package aimed at building the working relationship between the Parks and Open Spaces Forum, Friends of Groups, Management Advisory Committees and the Council. This resource package will be further developed and refined through the establishment of an annual Parks and Open Spaces Summit.

2.3 One of the main purposes of this report is to increase transparency into how events in Parks and Open Spaces are managed. The current methods of managing these processes have been in place for several decades and are considered to be less than transparent. If not addressed, this will undermine the trust and confidence required to build an ethos of co-production within the framework of the Co-operative Council.

2.4 This report is the first step in a journey that will aim to create an environment to secure improved engagement, co-production and community influence over this service.

3. **Protocols for managing applications for events**

3.1 Following several meetings with the Lambeth Parks and Open Spaces Forum, individual Friends of Groups and Management Advisory Groups protocols for managing applications for events has been designed. These protocols are set out over 3 stages (appendix 1) and are presented within this report for approval.
Stage 1 - Technical Assessments

3.2 This period covers the initial enquiry, negotiations with the applicant and assessment against existing policies and by-laws. At this point the proposal is determined as a small, medium, or large event.

3.3 The Assistant Director of Communities and Senior Events Manager (or their substitutes will undertake this assessment). If the proposed event does not align with policies and local by-laws it will be rejected. If the event does not contravene local policies and by-laws the application will then be forwarded to the Lambeth Safety Advisory Group for assessment. At this point a stage 1 notice will be dispatched to the Chair of the appropriate Friends of Group/Management Advisory Committee and appropriate Ward Councillors. This notice will contain a high level description of the proposed event.

Stage 2 - Safety Assessment

3.4 A safety assessment will be undertaken by the Lambeth Safety Advisory Group, whose membership consists of the Emergency Services, Parks and Licensing officers. The Lambeth Safety Advisory Group has the power to approve or reject an event application on the grounds of community safety, or the event having a disproportionate environmental impact. Organisers of medium and larger sized events will be required to make presentation and submit their event safety plan to the Lambeth Safety Advisory Group for consideration.

3.5 Following the outcome of the assessment of safety a stage 2 report will made available Chair of the appropriate Friends of Group/Management Advisory Committee and councillors who represent wards that contain the Park and Open Space where the proposed event is planned to take place.

3.6 This report will also be made available on the Council’s website. A presentation by the event organiser to the appropriate Friend of Group/Management Advisory Committee will be offered and a member of the events team will be in attendance. Small events, which are predominately local charity events will be fast tracked with notices sent to the relevant Friends of Group/Management Advisory Committee.

Stage 3 – Decision

3.7 The next stage is the final decision making stage by the Executive Director of Adults’ and Community Services in consultation with the Cabinet Member for Culture. Stage 3 reports will contain an overview of the proposed event, safety and impact assessments, objections, support, views or complaints received, along with a formal officer recommendation. The report and decision (minus any commercial sensitive information) will also be made available to Friends of Groups/Management Advisory Committee/Ward Councillors. The decision of the Executive Director of Adults’ and Community Services in consultation with the Cabinet Member for Culture will be final. Where possible the protocols have been designed to promote a time line of approximately 6 months from an initial event application, event delivery and post event assessment.
Pre and Post Site Event Assessment

3.8 A site assessment will be undertaken prior to the site handover to the event organiser. The purpose of the pre site assessment will be agreeing the pre condition of the event site and immediate environment of the Parks and Open Space. The post site assessment will determine if any damage has been caused by the event, along with the level of funding to be held back from the deposit for hire to repair the damage.

3.9 The following will be invited to attend the pre and post event site assessment
Event Organiser, Parks, Licensing, Events, Emergency Services, Chair of the appropriate Chair of the Friends of Group/Management Advisory Committee and if available ward councillors.

Licensing

3.10 The licensing of events in Parks and Open Space remains an issue in need of review and the Divisional Director of Public Realm and the Assistant Director Communities have agreed to undertake a joint piece of benchmarking best practice from around the country before preparing options for consideration. This benchmarking exercise will cover all aspects of licensing events in parks and open spaces.

4. Charging Framework for Commercial Events in Parks and Open Spaces

4.1 This section of the report establishes a transparent charging framework that provides the baseline that officers cannot go below in agreeing charges and fees with event organisers. Attached at appendix 2 is the charging framework, which has been developed around a number of factors including size of event, audience, administration of application, hire charge, extra event days, build/de-rigging days, environmental impact, market negotiations and ground deposit.

4.2 Appendix 2 also contains examples of these fees. The charging structure has been developed following market assessments and discussions with a sample of event organisers by the Event Services Manager.

Environmental Impact Fee

4.3 The Lambeth Parks and Open Space Forum has worked with officers to develop a dedicated Environmental Impact Fee within the overall charging framework that will address the ongoing impact of increased events on the infrastructure of the designated event sites and the surrounding Park and Open Space. The Environmental Impact Fee will replace the existing policy of ring-fencing 2% of overall fees. This recommended change will have the following estimated impact:

<table>
<thead>
<tr>
<th>Number of Events</th>
<th>2% Ring fence</th>
<th>Environmental Impact Fee</th>
</tr>
</thead>
<tbody>
<tr>
<td>4 large events, 2 medium events and 2 small events</td>
<td>£1600</td>
<td>£15,000</td>
</tr>
</tbody>
</table>
4.4 The Environmental Impact Fee will be ring fenced and be assigned to the Parks Service, who will invest the funds in the relevant Park and Open Space after engaging the appropriate Friend of Group/Management Advisory Committee.

4.5 Any proposal to reduce the charges, which are set out within appendix 2 of this report must be agreed by the Assistant Director Communities in consultation with the Cabinet Member for Culture. The charging framework will be subject to annual inflationary rises and review, which will need to be agreed by the by the Executive Director of Adults’ and Community Services in consultation with the Cabinet Member for Culture.

Publication of Fees

4.6 The level of charges agreed and finally paid are subject to negotiation with the event organiser until the site assessment has been completed and grounds deposit repaid. Once this has been completed it is proposed that the final income to the Council will be made available to the public upon request.

5. Commercial Campsite Events

5.1 Attached at appendix 3 is a copy of the Camp Royale Event report? held on Clapham Common. This assessment report was commissioned by the Executive Director Adults’ and Community Services and the Cabinet Member for Culture in agreement with the Lambeth Parks and Open Spaces Forum, Clapham Common Management Advisory Committee, Friends of Clapham Common and the Clapham Society.

5.2 As a consequence of the assessment report it is recommended that the Council adopt a policy of not allowing commercial events to take place in Parks and Open Spaces, which contain commercial campsite facilities. Attached at appendix 4 is a copy of an evaluation report, which has been prepared by members of the Clapham Common Management Advisory Committee concerning events on the common.

6. Annual Fireworks Display

6.1 This delivery framework has been developed within the budget constraints facing the council, which provides a contribution towards the fireworks display this year and is subject to resources being made available in future years.

6.2 The aim is to provide 3 annual fireworks display during November each year with one of these events being a Council funded event. The Events Team will provide technical assistance to local communities and businesses wishing to fund a fireworks display within their locality.

Safety first

6.3 The venue for the display must enable the firing zone for pyrotechnics to be kept at a safe distance, accommodate an estimated audience of up to 40,000. This report recommends that subject to safety assessments the following sites are earmarked for the holding of three annual fireworks display Brockwell Park,
Streatham Common and Clapham Common. All events are subject to a full event safety plan appraisal prior to their approval by the Lambeth Safety Advisory Group.

Council event

6.4 The Council funded event will be held on a rotation basis within one of the earmarked sites, starting with Brockwell Park, then Streatham Common and then Clapham Common. The event will consist of the traditional display with family entertainment (i.e. fairground) and a variety of food concessions. The event will be free.

Co-produced events

6.5 An event planning period of six months will be introduced to provide opportunity for the appropriate Friends of Parks Group/Management Advisory Committee and local businesses to enable them to design the event and utilise any opportunity to utilise the Council’s procurement procedures to secure cost efficiencies. The sites for these co-produced events will be made available free of normal hire charges. An officer from the Events Team will be assigned to work with the planning group for the co-produced event.

7. Event Guide

7.1 Once the protocols, policies and charging framework have been agreed the intention is develop a guide for event organisers that will clearly set out the steps they will need to take when planning their event and making application.

8. Co-production

8.1 The network of local volunteer Friends of Parks, Management Advisory Groups and the umbrella Lambeth Parks and Open Spaces Forum are critically important resource. As well as being the voice for the local community in the protection and development of local Parks and Open Spaces they also tap into opportunities the council cannot access, including volunteers and cash for enhancements and local parks.

8.2 The network of Management Advisory Groups and Friends of Parks Group’s (FOGS) consist of groups, which are at different levels of capacity and aspiration. Some groups may wish to have a greater stake in the actual management of the local park, whilst others may not. The common bound is that they all aim to protect and enhance this most important of assets for the whole community. How the Council supports FOGS must be based around their own aspirations, which means a one size fits all approach is not practical.

8.3 Day to day working arrangements between the local parks team and FOG is excellent, although there are areas for improvement in terms of information, and the resource perspective. Following discussions with representatives from the Lambeth Parks and Open Spaces Forum the following issues have been initially identified, which need to be considered to enable improved co-production to develop:
1. Transparency regarding the parks budget and the connections between the overall parks budget and individual parks.

2. A small development fund to be made available to enable the members of the Lambeth Parks and Open Spaces Forum develop their internal capacity and manage their activities.

3. A dedicated link officer within the council who will have responsibility for communication, tackling problems, developing policy within the co-operative framework and new ways of working.

4. Revision of the procurement procedures for equipment and facilities FOGS have undertaken fundraising to purchase.

5. Free access to the Park, along with technical guidance and advice from the events team to help individual FOGS to deliver community lead events within Parks and Open Spaces. The purpose of this is to enable a broader culturally diverse range of local family inspired events to emerge across the borough.

8.4 To facilitate new ways of working, develop co-production capacity and address the issues set out in para 7.4 above the Cabinet Member for Culture and the Lambeth Parks and Open Spaces Forum has agreed to hold an Annual Parks and Open Spaces Summit.

9. **Finance Comments**

9.1 The report does not reduce overall income generation targets agreed by Cabinet in February 2011. The introduction of a specific Environmental Impact Fee will increase the level of funds for reinvesting in the infrastructure of Parks and Open Spaces where increased events are likely to take place. The budget for the annual fireworks display is subject to resources being made available as part of the annual service and financial planning process.

10. **Comments from Director of Governance and Democracy**

10.1 The Ministry of Housing and Local Government Provisional Order Confirmation (Greater London Parks and Open Spaces) Act 1967 specifies the maximum area of a park that can be set aside for events.

10.2 Pursuant to section 19 of the Local Government (Miscellaneous Provisions) Act 1976, a local authority may provide, inside or outside of its area, such recreational facilities as it thinks fit. The Council is also empowered to charge fees for the provision of such facilities.

10.3 The above power is supplemented by Section 145(1) of the Local Government Act 1972, which provides an authority with broad powers to provide and charge for a range of arts and entertainment activities.

10.4 Section 145 (2) of the said Act, provides that an authority may, for the above purpose, enclose or set apart any part of a park or pleasure ground belonging to the authority or under their control; and per section 145(2)(b): “permit any part of a park or pleasure ground enclosed or set apart as aforesaid to be used
by any other person, on such terms as to payment or otherwise as the authority think fit, and may authorise that other person to make charges for admission thereto."

11. **Results of consultation**

11.1 The Cabinet Member for Culture has been consulted, along with representatives of the two opposition parties. Several ward Councillors from the Clapham area were also consulted as part of the assessment of the Camp Royale Event, along with the Clapham Society, Friends of Clapham Common and the Clapham Common Management Advisory Committee.

11.2 The report was initiated at the request of the Lambeth Parks and Open Spaces Forum, individual Management Advisory Groups and Friends of Groups. The feedback from this consultation process has both shaped the contents and recommendations of this report.

**Councillors**

11.3 Initial meetings have taken place with opposition party members prior to the report being prepared and subsequent opportunities have been offered to meet and discuss the draft report. Councillors C Whelan has followed these meetings up with specific questions, which are set out and addressed below.

11.4 In the protocols stage 1 notice and the stage 3 report should be sent to local councillors in whose wards the planned event would take place, as currently happens with licence applications. This request will be built into the protocols.

11.5 Relevant ward councillors should be invited to attend pre- and post-event site assessments. This will be built into the protocols. The proposed benchmarking exercise relates specifically to noise levels, and suggest that this is made clear in the report. The scope of the benchmarking exercise will be to explore all aspects of licensing events in parks and open spaces.

11.6 A request for the events guidebook to be sent to all councillors. This will be done once the booklet has been produced. In paras 8.2/8.3 Councillor Whelan has requested for Management Advisory Committees to be included here, alongside FOGs. This was a mistaken omission and has now been addressed in the report.

11.7 Councillor Whelan suggest that between stages 2 and 3 of the protocols notices should be posted on notice boards (and lamp posts) in the relevant park or open space to give members of the public the opportunity to comment (as currently happens with licence applications). Any comments/objections received could then be incorporated into the report prior to the final decision by the Cabinet Member and Executive Director.

11.8 There is no objection to the principle being sought by Councillor Whelan. The key issue is one of resource. In the spirit of coproduction it is proposed that further discussions should be held with relevant Friends of Groups and Management Advisory Groups as it might be better and more efficient for them to post public notices of events as part of their broader community engagement role.
11.9  Councillor Whelan has noted that the basic rates for Build/De-rig days for large events were relatively modest and could perhaps be increased. Also those large physical activity organisations such as British Military Fitness, who use, for example, Clapham Common to derive a substantial income for themselves, should be charged more. The figures provided in the report are the minimum amount the events team are able to charge. Each event and activity will be different and final charges will reflect this. An assessment of this charging policy will be undertaken in early 2013 and amendments to the charging framework will be recommended, if required.

12.  Organisational implications

   a.  **Risk management:**
       Failure to develop appropriate protocols will risk income generation targets from events due to increased community resistance.

   b.  **Equalities impact assessment:**
       An equalities impact assessment was undertaken and reports to Cabinet in February 2011.

   c.  **Community safety implications:**
       All community safety matters relating to this work are managed through the Lambeth Safety Advisory Group.

   d.  **Environmental implications:**
       The report recommends the introduction of an Environmental Impact Fee to increase the level of investment into the immediate Parks and Open Spaces infrastructure.

   e.  **Staffing and accommodation implications:**
       There are none.

   f.  **Any other implications:**
       There are none.

13.  Timetable for implementation

13.1  All recommendations will be implemented from the 1\textsuperscript{st} April 2012 and will not impact upon existing commercial contracts, which have been entered into.